

Message Text

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FM USMISSION NATO
TO SECSTATE WASHDC 2262
SECDEF WASHDC
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USCINCEUR
USLOSACLANT
USNMR SHAPE

C O N F I D E N T I A L SECTION 1 OF 2 USNATO 1537

E.O. 11652: GDS
TAGS: MPOL, NATO
SUBJECT: MINISTERIAL GUIDANCE 1977; DRC DISCUSSION OF SECOND DRAFT

REF: (A) USNATO 1451 (DTG 141808Z MAR 77), (B) USNATO 1283
(DTG 081800Z MAR 77)

SUMMARY: IN DISCUSSION OF FIRST HALF OF REVISED
INTERNATIONAL STAFF (IS) DRAFT OF MINISTERIAL GUIDANCE
1977, DRC GENERALLY AGREED: (A) TO GIVE MORE OF A SELF-
CONTAINED CHARACTER TO THE PAPER (B) TO RESTATE THE THREAT IN
TERMS OF WARSAW PACT CAPABILITIES, RATHER THAN SOVIET

INTENTIONS AND CAPABILITIES; (C) TO FOCUS FACTUALLY ON THE
NATO RESPONSE TO THE THREAT AND SERIOUS DEFICIENCIES IN
NATO PLANS, RATHER THAN SIMPLY EXHORTING NATIONS TO RESPOND
MORE FULLY TO FORCE GOALS; AND (D) TO CONSIDER DESIRABILITY
OF INCLUDING A SHORT SEPARATE SECTION ON PRIORITIES TO
ADDRESS CRITICAL NATO NEEDS. DRC WILL RESUME DISCUSSION
OF REVISED DRAFT MARCH 18. END SUMMARY.
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1. IN OPENING DRC DISCUSSION OF SECOND IS DRAFT OF
MINISTERIAL GUIDANCE 1977 (REF A), CHAIRMAN (ASYG
MUMFORD) SAID THAT HE HAD SOUGHT TO REFLECT THE
SUBSTANCE OF VARIOUS COMMENTS EXPRESSED "AROUND THE
OTHER HALF OF THE TALBE" AT THE LAST DRC (REF B).
HE ASKED FOR GENERAL COMMENTS ON THE NEW DRAFT.

2. IN A VERY STRONG INTERVENTION, UK REP (PETERS)
SAID THAT THE NEW DRAFT DID NOT TAKE FAIR ACCOUNT OF
PREVIOUS DRC DISCUSSIONS AND THAT HIS AUTHORITIES

THOUGHT IT NONSENSE THAT THE COMMITTEE SHOULD EVEN BE ADDRESSING IT. NETHERLANDS REP (WIJNAENDTS) SUPPORTED UK REP, SAYING THAT THE IS "IS NOT THE CONSCIENCE OF THIS COMMITTEE." THE DRC AGREED TO USE THE NEW DRAFT AS A BASIS FOR FURTHER DISCUSSION, WITH ALL VIEWS BEING TAKEN AD REFERENDUM BY ALL NATIONAL REPS. HIGHLIGHTS OF DRC DISCUSSION FOLLOW:

3. PART I, INTRODUCTION. IN RESPONSE TO UK REP COMMENT THAT PARAS 1 AND 2 WENT BEYOND THE FORCE PLANNING PROCEDURES ESTABLISHED IN DPC/D(71)10, BUT IN RECOGNITION OF THE FACT THAT THE 1975 GUIDANCE HAD PROPERLY BORADENED THE SCOPE OF THE GUIDANCE DOCUMENT, DRF AGREED TO SUBSTATUTE THE FIRST TWO PARAGRAPHS OF MINISTERIAL GUIDANCE 1975 AS THE INTRODUCTION TO MINISTERIAL GUIDANCE 1977.

4. PART II, LONG RANGE DEFENSE CONCEPT. DRC ADOPTED, AT NETHERLANDS REP'S SUGGESTION, A BRIEF RESTATEMENT OF THE OVERALL DEFENSIVE CONCEPT OF NATO ALONG THE LINES OF MC 14/3 AS THE FIRST PARAGRAPH OF THIS SECTION. US REP (BADER) SUGGESTED DELETION OF CLAUSE REFERRING TO THE SUBSTANTIAL VALIDITY OF MINISTERIAL GUIDANCE 1975, IN ORDER TO MAEK CLEAR THAT THE 1977 DOCUMENT WAS SELF-CONTAINED AND CAPABLE OF STANDING ON ITS OWN. HE ALSO CONFIDENTIAL

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SUGGESTED USING LANGUAGE FROM PARA 7 OF MG75, PARTICULARLY THE CONDITIONAL "IF," AS A SUBSTATUTE FOR THE IS PARPHRASE. DRC ACCEPTED THESE PROPOSALS.

5. PART III, THE THREAT. DRC: AGREED TO STRESS WARSAW PACT CAPABILITIES, RATHER THAN SOVIET INTENTIONS, IN PARA 4; AGREED TO BALANCE PARA 5 STATEMENT ON THE SS-20 WITH A MORE GENERAL STATEMENT OF SOVIET STRATEGIC FORCE IMPROVEMENTS; REJECTED AN ATTEMPT BY US REP TO EXCISE LANGUAGE ON WARNING TIME FROM PARAGRAPH 6 (WE HAD THOUGHT THIS SENTENCE MORE A FUNCTION OF THE BALANCE THAN OF THE THREAT); AND MADE MANOR CHANGES OF DETAIL ELSEWHERE IN THIS SECTION. DRC AGREED THAT ALL CHANGES WOULD BE SUBJECT TO FURTHER REVIEW BY THE MILITARY REPRESENTATIVES FOR ACCURACY.

6. PART III, NATO FORCES. UK REP CRITICIZED THE DRAFT'S TONE, COMMENTING THAT THESE PARAGRAPHS READ MORE LIKE EXHORTATIONS FROM NMAS TO MINISTERS RATHER THAN GUIDANCE FROM POLITICAL AUTHORITIES TO THE MILITARY. US REP NOTED THE NEED TO ESTABLISH A LOGICAL FLOW IN THE GUIDANCE DOCUMENT BY FOLLOWING THE THREAT SECTION WITH

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A BRIEF DESCRIPTION OF THE ALLIED RESPONSE TO THAT THREAT, THUS SETTING THE STAGE FOR SUCCEEDING DISCUSSION. HE SUGGESTED ILLUSTRATIVELY THAT THIS PART OF THE PAPER SHOULD (A) NOTE THAT THE NATO RESPONSE TO INCREASED WARSAW PACT CAPABILITIES HAD BEEN UNEVEN; (B) NOTE THAT CURRENT NATO FORCE PLANS FALL SHORT OF THE FORCE GOALS; AND (C) OUTLINE THE MAJOR DEFICIENCIES IN ALLIED FORCES AS IDENTIFIED IN THE MILITARY APPRECIATION, SACEUR#S COMBAT EFFECTIVENESS REPORT, AND THE FLEXIBILITY REPORTS. MOST REPS SUPPORTED THIS SUGGESTION. CHAIRMAN, NOTING THIS WIDESPREAD SUPPORT, SAID THAT IS WOULD TAKE THESE IDEAS ON BOARD IN ITS REDRAFT OF THIS SECTION.

7. PART IV, IMPLICATIONS FOR NATO'S PLANNING. DUTCH REP CIRCULATED A TEXT WHICH WOULD LEAVE PARAS 13-15 UNCHANGED AND TREAT THE REMAINING TOPICS IN THE CURRENT DRAFT IN A VERY CURSORY AND GENERAL MANNER. US REP COMMENTED THAT THE PRESENT DRAFT OF THIS SECTION CONTINUES TO MIX PRIORITIES, PLANNING CONSIDERATIONS AND PROBLEMS, AND REITERATED THE NEED FOR A SEPARATE SECTION
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ON PRIORITIES. THIS SECTION SHOULD, HE SUGGESTED, (A) NOTE THAT ALTHOUGH THE STRATEGIC BALANCE MUST BE MAINTAINED AND THEATER NUCLEAR FORCES MODERNIZED, IN VIEW OF THE CONTINUING GROWTH IN WARSAW PACT CONVENTIONAL FORCES, NATO MUST DEVOTE PRIMARY ATTENTION TO IMPROVING CONVENTIONAL FORCES; AND (B) DRAWING UPON THE DEFICIENCIES DESCRIBED IN THE PRECEDING SECTION, SET FORTH FORCE IMPROVEMENT PRIORITIES, TO INCLUDE READINESS, REINFORCEMENT, INCREASED COOPERATION AND SELECTED EQUIPMENT MODERNIZATION. CHAIRMAN ARGUED THAT ATTEMPTING TO GET AGREEMENT ON FORCE IMPROVEMENT

PRIORITIES WOULD BE A "VERY DAUNTING TASK," COMMENTING THAT NATO AND NATIONS HAD FAILED IN THIS EFFORT IN THE PAST AND PROBABLY WOULD NOT BE MORE SUCCESSFUL IN THE FUTURE. SUPPORTED BY THE FRG REP, MUMFORD STATED THAT MINISTERIAL GUIDANCE SHOULD ATTEMPT ONLY TO DESCRIBE DEFICIENCIES AND LEAVE IT TO THE NMAS TO ESTABLISH PRIORITIES IN THEIR PREPARATION OF FORCE PROPOSALS. CANADIAN, TURKISH AND UK REPS SUPPORTED UK REP'S SUGGESTION, COMMENTING THAT ESTABLISHING BROAD PRIORITIES WOULD ASSIST BOTH THEIR AUTHORITIES AND THE NMAS IN THEIR FORCE PLANNING. NO CONSENSUS WAS REACHED ON THIS SUBJECT AND DRC WILL RESUME DISCUSSION ON THIS SECTION OF THE DRAFT DURING ITS NEXT MEETING.

8. RESPONDING TO THE US REP'S SUGGESTION THAT TRADE-OFFS SHOULD BE CONSIDERED WITHIN NATIONAL PROGRAMS TO FILL RESOURCES FOR CRITICAL NATO DEFENSE NEEDS, SHAPE REP (BGEN SCHWEITZER) NOTED THAT THE PROBLEM IS NOT THAT TRADE-OFFS ARE NOT POSSIBLE, BUT THAT NATIONS CONSISTENTLY TRADE OFF HIGHPRIORITY NATO PROGRAMS WITH OTHER HIGH PRIORITY NATO PROGRAMS, LEAVING LESS IMPORTANT NATIONAL PROGRAMS COVERED AND CRITICAL NATO DEFICIENCIES UNCORRECTED.

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9. DRC WILL RESUME DISCUSSION OF REVISED DRAFT MARCH 18. STRAUZ-HUPE

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